



# Arizona Disaster Recovery Framework

*Updated: April 30, 2014*

*ANNEX to the Arizona State Emergency Response and Recovery Plan*



## Introduction and Purpose

### Introduction

The mission of the Arizona Disaster Recovery Framework (AZDRF) is to provide an overview of activities coordinated by the State post-disaster and serve as a foundation for local jurisdictions in developing specific, actionable recovery and redevelopment plans for their individual locales. A framework is only a starting point; this document illustrates how assistance will be provided from the state level to local jurisdictions, but ultimately, the strength of a community's recovery is directly correlated to the recovery planning conducted in that jurisdiction before an incident occurs. This methodology will provide a set of tools by which emergency managers and jurisdictional leaders can approach recovery.

At the core of the recovery effort is the preparation and planning implemented by the local community itself. The intention of state and federal agencies is ultimately to serve the needs of these communities by supporting local efforts; not to direct, but to enhance the local community's recovery process. Building a resilient, redundant, local support network that includes all stakeholders (public, private, and volunteer) ensures more consistent outcomes and greater long term stability, which is one of the most important factors for consistent and healthy community growth.

Because each community has unique needs and resources that only it can be aware of and manage, only that community has the ability to prioritize and prepare for the inevitable disaster event that may compromise it. The sense of urgency to plan and prepare during steady state is the key to finding the resources and services, which will pay great dividends during disaster state, when the planning and decision making process will be abbreviated by the pressure to take action.

While no framework document is intended to be completely comprehensive, the AZDRF mirrors the format and follows the scope of the National Disaster Recovery Framework (NDRF). This allows the user to follow the AZDRF and be confident that the process will create a structure compatible with Federal guidelines and Federal support structures during an event.

The Arizona Disaster Recovery Framework is also in support of the National Preparedness Goal (2011) that was derived from Presidential Policy Directive 8: National Preparedness (PPD-8). PPD-8 defines national preparedness as "a shared responsibility of our whole community." This framework is a cornerstone in achieving "Whole Community" recovery and resiliency. By incorporating the AZDRF principals in community preparedness, a disaster-impacted jurisdiction will be better positioned to accomplish:

- 1) A timely restoration, strengthening, and revitalization of critical infrastructure and housing;
- 2) The resumption of a sustainable economy; and
- 3) The long-term recovery of key health, social, cultural, historic, and environmental components of our state.

The Framework provides guidance to help achieve a full, holistic recovery of the impacted community more effectively during emergencies and catastrophic incidents.

### Purpose of the Framework

The overall focus of recovery is how best to restore, reconstruct, and redevelop the social, natural, and economic fabrics of the community, and encompasses more than the restoration of the community's physical structures to their pre-disaster conditions. The ensuing elements of the Arizona Disaster Recovery Framework concentrate on actions of all potential partners to support and expedite recovery.

Specifically, the framework defines an approach that addresses the complexity of long term recovery with adaptability and flexibility, and provides guidance to all recovery partners and stakeholders.



**Figure 1: Holistic disaster recovery is a complex process which includes partners and stakeholders from all aspects of a community. Figure 1 depicts some of the organizations that should typically be involved with disaster recovery to ensure the needs of the entire community are recognized.**

Experience with recent disasters highlights the need for additional guidance, structure, and support specifically directed towards efforts for long term recovery via a disaster recovery framework. The Framework does not *replace* Emergency Support Function (ESF) #14 within the State Emergency Response and Recovery Plan (SERRP). The function of the Framework is to *augment* ESF #14 by providing the flexibility to engage only the Recovery Support Functions (RSFs) necessary to fully address the need as demonstrated by event. The Framework and RSFs can be engaged by the ADEM Director for any event that necessitates the assistance they provide.

The Framework provides a structure, process, and leadership for recovery efforts that is needed to ensure an inclusive process that is realistic, well planned, and clearly communicated in order to instill confidence that recovery goals can be achieved. The Framework provides this through the establishment of:

- **State Recovery Coordinator (SRC):** Designated by the Division of Emergency Management and provides cohesion amongst recovery partners, remains focused on recovery efforts throughout the recovery continuum, and helps ensure that all who have capabilities and resources relevant to the recovery process are actively engaged.
- **Recovery Support Functions (RSFs):** Six groupings of state and federal agencies, volunteer and non-governmental organizations, as well as representatives from the private sector, designed to provide a central point of support for overwhelmed communities for key functional areas. Additionally, local governments should provide assistance to track progress, ensure accountability, and make adjustments to ongoing assistance.
- **Whole Community Concept:** The National Preparedness Goal defines “whole community” as a focus on enabling the participation of a wider range of players in national preparedness activities. These players range from the private and nonprofit sectors, including nongovernmental organizations and the general public, to the Federal, state and local governmental partners charged with aiding the overall recovery effort. These partners work together in order to foster better coordination and working relationships before, during, and after incidents. The AZDRF will follow this concept to ensure all members and aspects of a community have been included in the recovery process.

## **State Recovery Coordinator**

The primary function of the State Recovery Coordinator (SRC) during an incident is to coordinate the actions and activities of RSF partners to meet local jurisdictions needs. The SRC is responsible for facilitating disaster recovery coordination and collaboration between the Federal, State and local governments, the private sector, and voluntary, faith based and community organizations.

During the onset of an incident, the SRC works with the various RSF coordinating agencies to gather recovery specific impacts and information. The Recovery Assessment tool collects this information and this becomes the basis for activating an RSF.

Upon activation of an RSF, one of the most critical functions of the SRC is to work with the impacted community to clearly define their needs. It is not enough for a community to simply state they are overwhelmed and need assistance. Requests must be specific to better enable partner agencies to determine how they can provide assistance. The SRC and the coordinating agencies then develop a strategic approach to coordinating this assistance.

At this stage of recovery, communication and information sharing is also critical. Another function the SRC and the coordinating agencies share is to provide updates and important information to engaged RSF partners. This is necessary to prevent duplication of services, present the image of a unified recovery operation, and provide a seamless delivery of services.

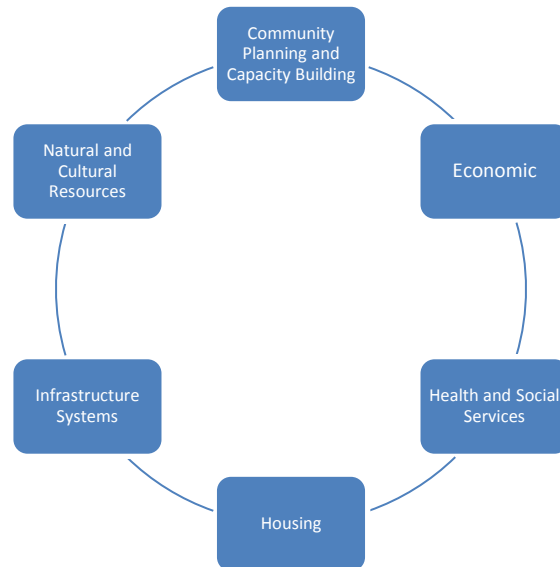
During non-incident times the SRC is responsible for building the RSFs and expanding partnerships. The larger the available resource pool is the more assistance will be available to provide recovery support. It is important to recruit assistance from all aspects of the community, not solely from government agencies.

The SRC is also one of the primary contacts for local jurisdictions to work with regarding State support for developing a local disaster recovery plan. While the Framework provides a structure for delivery of recovery services, it is extremely important the local jurisdictions have their own recovery plan and can identify local resources to support. A well designed local disaster recovery plan aids in the identification of recovery priorities, expedites effective recovery projects, allows for the incorporation of hazard mitigation, and increases local resilience.

## **Recovery Support Functions (RSF)**

Recovery Support Functions are the coordinating structure for key functional areas of assistance. Their purpose is to support local governments by facilitating problem solving, improving access to resources, and fostering coordination between State and local jurisdictional agencies in key functional areas.

RSFs bring together core recovery capabilities of State departments and agencies and other supporting organizations, including those not active in emergency response, to focus on community recovery needs. These relevant stakeholders and experts meet when engaged post-disaster to identify and resolve recovery challenges. Additionally, these partners promote recovery planning during non-emergency times to enhance recovery capabilities.



**Figure 2: These are the six Recovery Support Functions (RSFs) as defined by the National Disaster Recovery Framework. Each can be individually engaged, as necessary, to meet recovery needs.**

## RSF Mission Objectives

The RSF's have two primary mission objectives:

- To facilitate the identification, coordination, and delivery of State assistance needed to supplement recovery resources and efforts by local jurisdictions, as well as private and nonprofit sectors.
- To encourage and complement investments and contributions made by the business community, individuals and voluntary, faith based and community organizations.

Because recovery cannot wait until those occupied with response have time and space to start thinking about recovery, a well-resourced recovery focus has been established by this RSF structure to ensure that communities are well positioned for major reconstruction and redevelopment. However, this Framework and the corresponding RSF's does not eliminated the need for planning at the local level, as well as identifying resources and expertise within a community itself.

It is essential that State partners address responsibilities across the recovery continuum by creating supporting guidance and tools for recovery implementation. These tools should include considerations for preparedness, mitigation, and development activities, as well as post-incident stabilization and recovery actions.

## RSF Roles and Responsibilities

In order to improve coordination, and ultimately the delivery of services to impacted communities, the Framework establishes roles and responsibilities for partner agencies and organizations, as well as specific responsible parties from each. Within the Arizona Division of Emergency Management an individual will be designated as the State Recovery Coordinator and will serve as a liaison to Framework partners, Federal resources, and the impacted community. Additionally, each Recovery Support Function has a designated coordinating agency along with primary agencies and supporting organizations with programs relevant to that particular functional area.

The **State Recovery Coordinator** will engage with the Recovery Support Function agencies to organize and coordinate State recovery assistance as the level of response activities declines, and RSF coordinators will work

closely with ESF leads to share information about impacts, assistance provided, and working relationships at all levels.

The RSF **coordinating agency**, with the assistance of the Arizona Division of Emergency Management (ADEM), provides leadership, coordination, and oversight for that particular RSF, and ensures communication and coordination between primary agencies and support organizations. A coordinating agency will also work with the SRC to complete the recovery assessment, which determines the need to engage an RSF.

An RSF **primary agency** is an agency with significant authorities, roles, resources or capabilities for a particular function within an RSF, and these agencies orchestrate State support within their functional area for an affected jurisdiction. The primary agency may also lead interagency field assessment or support teams as necessary.

**Support organizations** are those entities with specific capabilities or resources that support the primary agency in executing the mission of the RSF. The primary distinction between support and primary organizations is the frequency with which the agency may be expected to actively participate in an RSF operation.

When ADEM and the coordinating agencies engage an RSF, primary agencies and supporting organizations are expected to be responsive to RSF-related communication and coordination needs.

## **Recovery Assessment and Engaging the RSF's**

During the response phase of an incident, it is vital to have emergency management personnel focusing on recovery planning and preparation in addition to the response activities. Gathering of recovery related impacts and information is necessary to seamlessly transition into the recovery phase from response operations.

Each of the RSF's will identify and gather unique information that should be captured during an event to illustrate the impacts and begin quantifying the scale of the recovery efforts for each RSF. This **Recovery Assessment** will provide decision makers the information needed to determine if an RSF should be engaged as part of the recovery phase. A Recovery Assessment should be completed for each RSF impacted by ADEM and the coordinating agency, and if necessary, other RSF primary or support agencies with expertise in the impacted field.

If impacts are sufficient enough to a certain RSF, that **RSF will be engaged**. Notification is made to the coordinating agency, who in turn begins the process of notifying RSF partners of the engagement. From this point, members of the RSF should work together to identify needs and potential resources, programs, and expertise for the impacted jurisdiction. ADEM and/or the coordinating agency will continue throughout the recovery phase to communicate with member agencies and organizations within that RSF and relay important recovery issues and needs. Communication is vital to all members of the specified RSF to insure the best coordination of services is provided.

When an RSF is engaged, those RSF partners will collectively look at issues facing that RSF and develop a strategy to meet those specific needs. Strategies for addressing RSF needs include identifying federal or state funding which will enable recovery process, providing technical assistance, seeking local resources to support, and contacting agencies or individuals with experience in the field that may not be part of the RSF for support, amongst many other solutions. One of the most valuable features of the RSF structure is that it brings together experts to craft unique solutions; no idea should be dismissed simply because it has not been done before.

When crafting the recovery support strategy for an RSF there are several items that can be provided to assist a local jurisdiction determining the best course of action to follow. These include: broad descriptions of the type and desired level of support, objectives and related milestones for potential projects, potential coordinating structure, and what the RSF stakeholders envision successful mission looking like.

One concept that is vital to the continued success and sustainability of the RSF structure is while a RSF gathers and discovers resources and assistance, the local government is still ultimately responsible for implementing their

recovery plan and utilizing tools found by the RSF. RSF partners may provide services and programs, but they are led by the local government.

It is important to note not all RSFs need to be engaged during every event. Only RSF's that have major impacts that far exceed traditional recovery operations will be engaged, ensuring resources and efforts are efficiently utilized. The Framework is intentionally flexible and scalable to match the unique needs of the event.

## **Differences and Relationship between ESFs and RSFs**

Recovery Support Function structure coexists with and builds upon the Emergency Support Functions (ESFs) under the National Response Framework. RSFs are different from ESFs in that they have different mission objectives, partnerships, approaches, time spans, and organizational structure. Again, the RSFs do not replace ESF #14 specifically, but rather augments the efforts undertaken during existing ESF #14 operations.

## **The Whole Community Approach**

The "Whole Community" is an approach to emergency management that reinforces the fact that government is only one part of our nation's emergency management team; that we must leverage all of the resources of our collective team in preparing for, protecting against, responding to, recovering from and mitigating against all hazards; and that collectively we must meet the needs of the entire community in each of these areas. Numerous factors contribute to the resilience of communities and effective emergency management outcomes. Three principles that represent the foundation for establishing a Whole Community approach to emergency management, and more specifically, recovery are:

- 1) Understanding and meeting the actual needs of the whole community;
- 2) Engaging and empowering all parts of the community; and
- 3) Strengthening what works well in communities on a daily basis.

The benefits of the Whole Community approach include: a more informed, shared understanding of community risks, needs and capabilities; an increase in resources through the empowerment of community members; and, in the end, more resilient communities. Steps taken to incorporate Whole Community concepts before an incident occurs will lighten the load during response and recovery efforts through the identification of partners with existing processes and resources who are available to be part of the emergency management team. When the community is engaged in an authentic dialogue, it becomes empowered to identify its needs and the existing resources that may be used to address them.

The Whole Community approach produces more effective outcomes for all types and sizes of threats and hazards, thereby improving security and resiliency nationwide. The Whole Community approach also defines roles and responsibilities for the range of participants (as outlined below), reducing both gaps and unnecessary redundancies.

## **Recovery Roles and Responsibilities**

### **Individuals and Families**

Individuals and families play a critical role in the Whole Community process. Key responsibilities and roles include:

- Need to prepare for and manage own recovery to the extent possible.
- Become educated in order to self-assess risk exposure and identify measures that can be taken to mitigate potential risks and protect themselves from threats.



- Maintain sufficient insurance on personal property. This includes homeowner/renters insurance, contents, and flood insurance, if necessary. Additionally, it is important to periodically review insurance policies to ensure proper coverage levels.
- Keep adequate savings and cash reserves on hand as contingencies for unexpected events, disasters, and potential interruptions in employment that arise from these conditions.
- After a disaster, prioritize recovery needs and goals, implement recovery plans, and actively participate in post disaster recovery planning.

## **Private Sector**

The Private Sector recovery is a critical function in establishing public confidence immediately after a disaster event. As the private sector owns the vast majority of critical infrastructure, the speed of their recovery plays a major role towards influencing and affecting the overall recovery of the community, region, or entire nation. Private sector resources also form the largest and most accessible basis for the community or region to draw from in recovery efforts. Responsibilities include:

- Work towards developing business models that are adaptable to operate in a disaster event.
- Develop and test contingency, continuity, and restoration plans, while taking into account worker safety and health and allowing for potential employee unavailability or attrition due to a disaster event.
- Educate and train employees to practice business mitigation and preparedness activities. Incorporate mitigation measures in design and construction or hardening of facilities. Mitigate risks from disasters by relocating from hazardous areas or elevating critical infrastructure, and carry adequate insurance to rebuild damaged facilities or survive a disruption in work.
- Develop networks to strengthen coordination between businesses, government entities, community organizations, and other stakeholders that are mutually beneficial during steady state and in times of a disaster event.
- After a disaster occurs, communicate the status of operations, supply chain, and restoration challenges and timelines. Mobilize employees or community at large to utilize available resources and reopen operations as quickly as possible to provide essential goods and services to the community.
- Donate goods and services, provide facilities and office space, including bathrooms and sleeping accommodations to local governments and groups assisting in the recovery effort.
- Funnel resources through non-profit organizations and provide direct services, including technical assistance for the implementation of temporary distribution systems of essential goods, services, and communications.

## **Non-Profit Sector**

The Non-Profit Sector can directly supplement where government authority and resources cannot be applied to meet obligations that otherwise cannot be met due to legal limitations of public funding, resources, and authority. Non-Profit responsibilities include:

- Before a disaster event, work to build relationships with the private sector, emergency managers, recovery officials, and other stakeholders in their communities to have an active voice in the recovery process.
- Actively participate in local recovery planning to articulate resources and capabilities and establish partnerships and support linkages between stakeholders. Build the lessons learned from experience across the entire organization into the local planning process and into the Arizona Voluntary Organizations Active in Disaster (Arizona VOAD).
- After a disaster occurs, provide specific relief aid, recovery resources, and support services to vulnerable and underserved groups of individuals and communities, as necessary, including support for access and functional needs groups to maintain independence.
- Provide emotional, spiritual care, support individuals' implementation of their own disaster recovery plans, offer case management expertise, and training for individuals and care givers.



- Provide housing repair and reconstruction services that comply with applicable architectural standards.
- Provides advocacy services for disaster affected communities to help with the complexities of governmental and other recovery programs.

## **Local Government**

The Local Government holds the primary role in planning for, leading, and managing all aspects of community recovery, as well as adaptation, codification, and enforcement of the majority of mitigation and resilience measures, and ensures that all recovery related dialogue is accessible to all community groups. Responsibilities include:

- Lead the community in preparing mitigation and recovery plans, raising hazard awareness, and educating the public of available tools and resources to enhance future resilience, as well as establishing agreements for mutual aid and surge capacity in the event of a disaster.
- Prior to the disaster, articulate recovery needs and priorities to facilitate support and collaboration with the State and Federal Government, and private and non-profit organizations, and pre-identifies a structure and local coordinator for managing recovery.
- Inform and educate the community to proactively address mitigation principles and best practices in anticipation of future disaster events, and seek state guidance on mitigation programs and promote adoption of mitigation measures in the community.
- After a disaster, ensure integrated efforts across all government offices, the private sector, and non-governmental organizations during the implementation phase of recovery projects and activities.
- Lead the outreach effort to all constituents and stakeholders to support an inclusive post-disaster recovery planning process, and communicate/coordinate with other levels of government involved in the recovery.
- Undertake an appropriate community planning process that is inclusive of the whole community and obtain and evaluate citizens concerns and wants for recovery. Use a community driven and locally managed process, designed to promote local decision making and ownership of the recovery planning and implementation effort.
- Establish metrics to evaluate and communicate progress and the achievement of local disaster recovery objectives to all populations.
- Receive and manage private, State, and Federal grant resources, and ensures effective and non-discriminatory use of funds, while enforcing accountability and compliance.

## **State Government**

The State Government manages and drives the coordination of the overall recovery process within the State and possesses the basis for all legal authority in the State to enable disaster recovery through legislation, regulation, and management or direction of State and Federal resources. State Government responsibilities include:

- Lead the Statewide pre-disaster recovery and mitigation planning efforts, and establish and manage requirements and incentives for pre-event disaster recovery preparedness and planning as well as hazard mitigation actions.
- Encourage and guide communities and local governments to become informed about and understand the full range of mitigation programs and options available through the State government.
- Identify recovery activities that are either primarily the responsibility of State government or beyond the capability of local government.
- After the disaster occurs, coordinate with local, regional, Tribal, and Federal Government and agencies, private business, nonprofit organizations, and other stakeholders on recovery planning and assistance.
- Receive, record, and manage Federal grant resources; ensure efficient, nondiscriminatory and effective use of the funds, and enforce accountability and legal compliance.
- Support local governments in their oversight of volunteer and donation management.

- Appoint a State Recovery Coordinator (SRC) to lead and coordinate recovery dedicated organizations, plans, and initiatives, including recommendation for the activation of specific RSFs.

## **Tribal Nations**

There are 22 Tribal Nations in Arizona. Tribal governments are sovereign nations that exercise their right to self-determination by maintaining the welfare of their Tribal members, lands, and culture. As sovereign nations, Tribes are responsible for the safety, security, health, and well-being of their lands and people. The Tribes in Arizona share a unique relationship with Federal, State, and county governments and are encouraged to collaborate with all levels of government during the recovery process on Tribal land.

The Arizona Division of Emergency Management engages Tribal Governments in emergency management to ensure meaningful consultation.

The Arizona Disaster Recovery Framework provides a path to coordinating disaster recovery services, resources, and assistance to each Tribe within Arizona. It is important that before ADEM executes objectives within the AZDRF that proper consultation on Tribal traditions, culture, processes, and Government structure are mutually understood. Tribal natural, historical, and cultural resources are extremely important to Tribes and to the State of Arizona; therefore, collaboration with Native American Tribes prior to and during the recovery process is critical and important.

## **Federal Government**

The primary role of the Federal Government is in support of State and Tribal Governments in their efforts to manage and drive the coordination of the recovery process.

Disasters that exceed the capacity for local and State resources, or those that impact Federal property or other areas of primary Federal Jurisdiction, including national security interests, are supported by the Federal Government engagement of all necessary department and agency capabilities needed for the recovery effort.

The duration and extent of Federal support is scaled to the size and impact of the disaster. Prior to a disaster, the Federal Government has the responsibility to assist State and local governments in recovery planning efforts. The Federal Government facilitates sharing of planning best practices and recovery plans adopted by various states and local jurisdictions.

The Federal Government is responsible to ensure that Federal tax dollars are spent to reduce or eliminate future hazard risk and increase resilience in a manner consistent with national law and policy.

After a disaster, the Federal Government can support and supplement local and State efforts via technical and financial assistance, consistent with existing authorities and the private sector, and can deploy a Federal Disaster Recovery Coordinator (FDRC) if necessary to help establish a coordination structure in close collaboration with affected State, Tribal, and local governments.

## **Disaster Recovery Process**

### **Targets for Recovery**

The National Preparedness Goal was published in 2011 and placed a concrete mission for the whole of community to be prepared for all types of disasters and emergencies. Additionally, the National Preparedness Goal established a uniform standard for emergency management and homeland security. To facilitate the successful completion of the National Preparedness Goal, 31 activities, referred to as the core capabilities, were developed to address the

greatest risk to the nation. Each of these core capabilities is tied to a capability target. These targets recognize that communities need the flexibility to determine how they apply their resources, based on the threats that are most relevant to them and their communities. There are eight mission areas tied to recovery, with planning, public information and warning, and operational coordination and warning spanning all phases of emergency management, while the other five tie directly to the RSFs. These core capabilities provide the fundamental targets that the AZDRF, through its three main tenets, attempts to accomplish.

**Figure 3: National Core Capabilities- Recovery**

<b>Mission Area Capability</b>	<b>Preliminary Targets</b>
<b>Planning</b>	Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.
<b>Public Information and Warning</b>	Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken and the assistance being made available.
<b>Operational Coordination</b>	Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.
<b>Economic Recovery</b>	Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in a sustainable and economically viable community.
<b>Health and Social Services</b>	Restore and improve health and social services networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.
<b>Housing</b>	Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.
<b>Infrastructure Systems</b>	Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.
<b>Natural and Cultural Resources</b>	Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with appropriate environmental and historical preservation laws and executive orders.

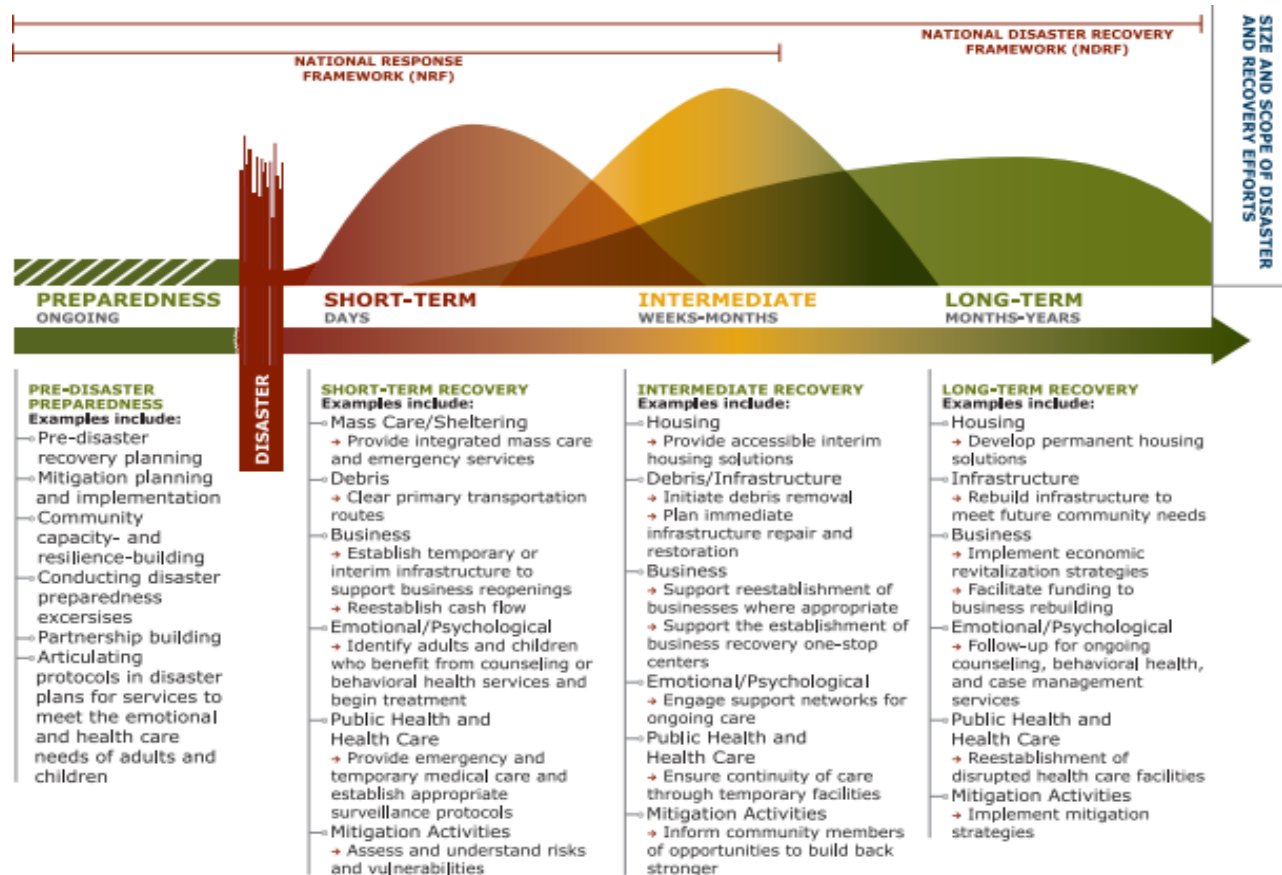
*Source: Federal Emergency Management Agency. National Preparedness Goal.*

## **Timeline for Recovery**

In the National Disaster Recovery Framework, FEMA illustrates disaster recovery by presenting the Recovery Continuum, which shows the recovery process as a sequence of interdependent and concurrent activities that lead to disaster recovery. There are three phases of the recovery continuum: short term, intermediate, and long term.

The times associated with each phase will vary with the complexity of the incident and additionally, the phases may overlap to some extent. Each phase can include activities for each of the RSFs. The activities listed in the recovery continuum relate directly to meeting the criteria set forth in the National Core Capabilities.

Figure 4: Recovery Continuum



Source: Federal Emergency Management Agency. National Disaster Recovery Framework.

As depicted in the recovery continuum, recovery efforts and planning must start well before an incident occurs. Planning at all levels of government is essential for a successful recovery. During this time the focus of efforts should be on expanding partnerships and identifying potential resources that could be called on following an incident. It is also important to train and exercise for recovery operations. During trainings and exercises, all potential partners and players should be included to ensure all segments of the population are represented.

Upon occurrence of an event, planning for recovery specific to that event must commence. It is vital to have members of the EOC staff devoted solely to recovery planning and preparation. Recovery efforts cannot wait until the response operations have concluded. Doing so results in a poor transition from response to recovery, missing information, confusion amongst staff and community members and can delay recovery efforts. At the state level, the State Disaster Recovery Coordinator should monitor the situation and hold discussions with the RSF coordinating agencies to gather information that will be utilized to determine the activation of RSFs.

In the days following an event, the local government and state government will conduct a series of assessments to gauge the impact of the disaster. Two program specific preliminary damage assessments will be conducted to estimate the damage to public infrastructure and homes. These assessments are the basis for determining the need for the **Public Assistance Program** and **Individual Assistance Program** and any state/federal declaration

associated with each. Concurrent with these programmatic assessments, the recovery assessment will be conducted by RSF partners to determine which, if any, RSFs should be engaged.

If damages are severe enough, the Governor may appeal to FEMA for federal disaster assistance. While the federal government is a tremendously important player in disaster recovery, the AZDRF provides the structure and resources to aid a community regardless of federal assistance.

Based on the information obtained from the recovery assessment, as well as the clearly defined needs from the local government, an RSF will be engaged, if needed. The State Disaster Recovery Coordinator and the coordinating agency will relay the recovery related information, and more importantly, the community needs to support agencies and organizations within that RSF. From this point, RSF partners will work jointly to provide services, resources and support to the local community. Because of the expertise in each RSF and the pre-established relationships, agencies and organizations are encouraged to work together to craft creative solutions to communities' needs, if one is not readily available or obvious. The RSF partners will work in cooperation with the local government to provide these services. Communication to all RSF partners is critical during this phase to prevent repetitive efforts and also to capitalize on the knowledge of individuals within the RSF to look for new and innovative ways to support impacted communities.

While this process of obtaining and providing resources may continue on for several months, even years, there are several other items that must be concentrated on during this time as well. It is important for the local government to keep track of the recovery process and clearly communicate the status to residents. This will foster community support and show the government is dedicated to helping its citizens. This is also an important time to promote preparedness amongst local citizens, businesses, and within government, which will lead to a more resilient community.

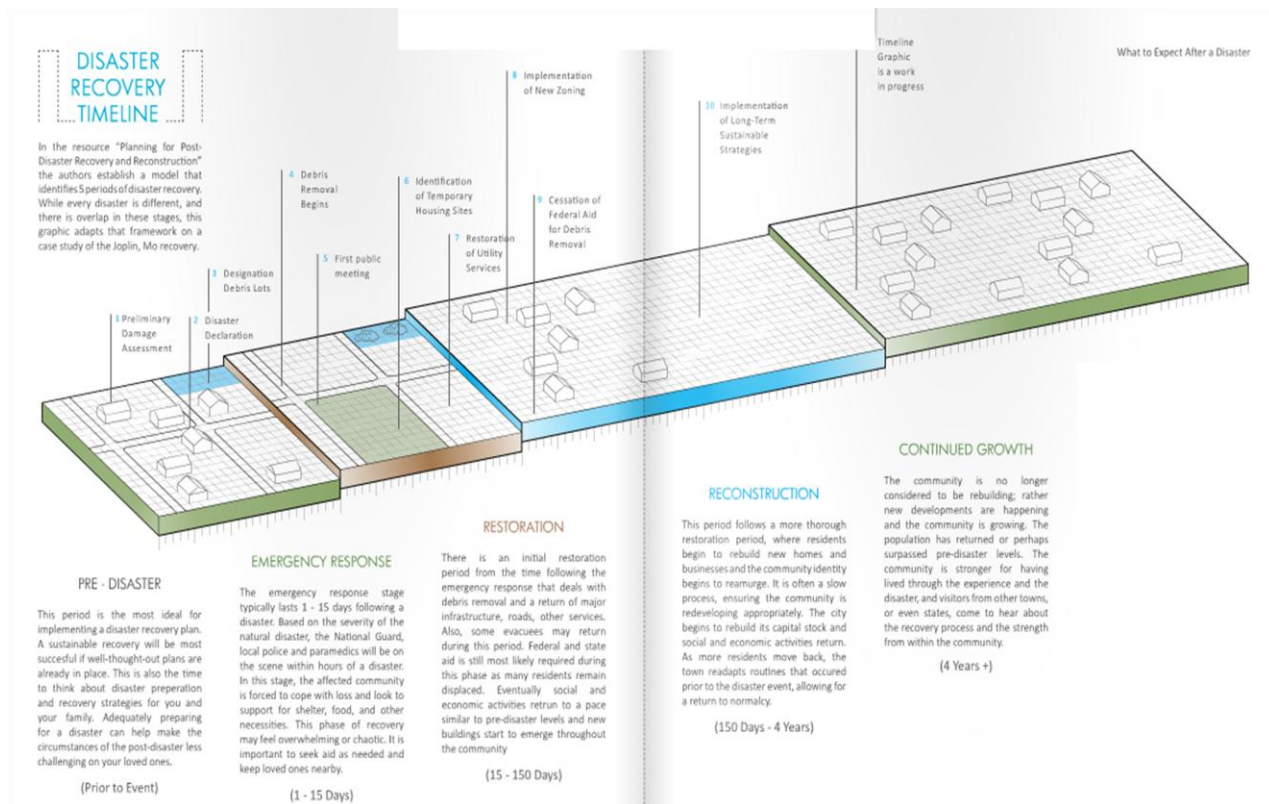
With resources and planning being dedicated to recovery, it is important to note, a truly successful disaster recovery will not only rebuild the community back to its pre-disaster condition, the community will actually build back stronger and more resilient than it was prior to the incident. With careful selection, mitigation actions in the form of projects and programs can become long-term, cost effective means for reducing the impact of natural and human-caused hazards. The purpose of hazard mitigation is to implement actions that eliminate the risk from hazards, or reduce the severity of the effects of hazards on people and property. Mitigation encourages long-term reduction of hazard vulnerability. Mitigation can reduce the enormous cost of disasters to property owners and all levels of government.

There are two mitigation programs which are funded by the federal government to offset the costs of local government projects. The **Hazard Mitigation Grant Program (HMGP) or 404 Mitigation** is provided following a disaster but is not administered under the Public Assistance Program. The purpose of 404 mitigation is to ensure that the opportunity to take critical mitigation measures to protect life and property from future disasters is not lost during the recovery and reconstruction process following a disaster.

**Hazard Mitigation or 406 Mitigation** is a program that falls under the Stafford Act as part of the Public Assistance Program. The purpose of 406 mitigation is to implement cost-effective measures that would reduce or eliminate the threat of future similar damage to a facility that was impacted by a recent past event.

Hazard mitigation projects should be identified by the local jurisdiction. All counties in Arizona are required to have a hazard mitigation plan that acknowledges hazards and threats in that community, as well as, portions of the community that may be vulnerable to these threats. The county hazard mitigation plan and the damage assessment both can provide valuable information in determining needed mitigation projects.

Figure 5: The Association for Sustainability's Disaster Recovery Timeline



**Source: Association for Sustainability. Sustainably Disaster Recovery Handbook.**

In addition to the recovery continuum created by FEMA, the Association for Sustainability developed an alternative timeline for viewing the recovery process. While most actions and activities can relatively be tied to a short term, intermediate or long term activity as defined by FEMA, this illustration presents one more phase that must be considered during the recovery process: continued growth. Communities can be viewed as complex, interrelated systems, that each, to some extent, rely on another part of the system to continue its process. The RSFs address six such systems. By focusing on holistic disaster recovery in terms of the RSFs, it creates a necessity to address each of these systems and ensure they have adequately recovered from the incident. If each of the areas addressed by the RSFs can be recovered successfully from an event, a community will likely emerge stronger, more unified, better prepared and more resilient than it was prior to the incident. This is healthy community that will likely continue to grow and thrive.

## Achieving Disaster Recovery

### Planning and Prioritizing Post Disaster Recovery

Organizing recovery priorities and tasks through the use of a planning process by assessing risk, evaluating the conditions and needs after a disaster, setting goals and objectives, identifying opportunities to build in future resilience through mitigation, compliance with standards for accessible design, and identifying specific projects in areas of critical importance to the overall recovery.



Using a process that is community driven and locally managed, designed to promote local decision making and ownership of the recovery effort, will maximize stakeholder and public involvement. By promoting inclusive and accessible outreach, through working collaboratively with groups of people affiliated by proximity and common interest, will gain public buy in and trust. Such a process should also provide for well defined activities and outcomes aimed at achieving a recovery with schedule and milestones for progress.

Utilizing screening/assessment tools in order to guide the planning process and expedite awareness of what factors will be considered in moving forward with an organized, clear set of criteria for utilization of recovery resources.

A scoring system can be used to help prioritize recovery resources based on a pre-determined criterion of community needs, and based on feedback and interaction with community with public input and comment on an ongoing basis to ensure that the plan remains relevant and current.

Following the evaluation of the community's needs and wants and the prioritization of recovery projects, a community specific recovery plan should be created that incorporates all stakeholders and participants. Successful disaster recovery plans will identify policies, operational strategies, and roles and responsibilities for implementation that guides decisions regarding long term recovery after a disaster and emphasize seizing opportunities for hazard mitigation and community redevelopment after a disaster consistent with the goals of the plan and with full participation of the citizens.

The benefits of creating a post disaster recovery plan include: a faster and more efficient recovery, provides the opportunity to build back better than before the incident and advance a community's vision, and promote local control over recovery efforts.

## Measuring Recovery Success

Achieving successful recovery from a disaster can look differently depending on the nature and scope of the event. Measuring disaster recovery requires a community to first set realistic and achievable goals. In addition to creating specific goals following an incident, generic goals will apply to all incidents should also be used to monitor progress. The figure below represents broad concepts that will be applicable to most incidents and can be used to show progress and accomplishments.

**Figure 6: Measuring Disaster Recovery**





Some key measures of success are:

- The community successfully **establishes and meets its priorities** to overcome the impacts of the disaster.
- The community seeks to **proactively engage community** by seeking public participation and fostering awareness of recovery efforts.
- The community **reestablishes an economic and social base** that instills long-term confidence in the local citizens and businesses and incorporates the general public in the recovery efforts.
- The community seeks **opportunities for resilience** in the event of future disasters as it rebuilds and strengthens both physical and economic infrastructure.
- The community **leverages established partnerships** with other communities, counties, the State, Tribal Nations, the Federal Government, and volunteer organizations to address short-term and long-term resource needs.
- The community **follows established financial and administrative processes** for procuring resources and documenting costs associated with recovery operations to ensure both control of expenditures and reimbursement, if sought, from available sources. This greatly reduces the cost of the event to the community as a whole.

Additionally, it is always an important goal for a community to be more prepared and resilient for the next event that may impact it. Looking for ways to mitigate hazards that threaten a community is something communities are much more willing to undertake following a disaster. Additionally, disasters present an opportunity to engage citizens to create a greater level of preparedness in their own lives.

It is important to remember that recovery cannot be defined by the community's return to pre-disaster circumstances when such circumstances are no longer sustainable, competitive, or functional to the post-disaster community. The community must be informed and evaluate all options and alternatives, and avoid simple restoration of an area that may not be sustainable or meet long term needs. Disaster recovery often provides an opportunity to redesign a facility or process within the community to strengthen its capabilities and resources moving forward and mitigate the effects of future events.

## Training and Exercises

Just as response organizations and entities understand that their performance and effectiveness during actual events depends much upon preparation and training, recovery functions must also be practiced and exercised to give greater probability that the recovery will be efficient, effective, and successful. Most of the recovery effectiveness will depend upon the ability of the local jurisdiction to create actionable intelligence for the policy group.

Developing recovery capabilities and performance based exercises that follow the Homeland Security Exercise and Evaluation Program (HSEEP) standard will foster recovery preparedness. Discussion and operations based exercises; provide the ability for the community to address opportunities in their recovery plan during steady state conditions. Exercises also allow for corrective actions with any issues identified.

A key component of both incident response and recovery is the financial and administrative sections that must identify, track, and resolve all costs associated with the event. A well-designed exercise incorporates and integrates this function at all levels. Studies have shown that an average of between 30-50% losses in reimbursement is incurred from the beginning of incident response unless these functions are executed and supported effectively.

## Plan Administration and Maintenance

### Basic Plan

- a. ADEM will be responsible for the research and development of the Arizona Disaster Recovery Framework in its entirety to include any related documents and Appendices.
- b. ADEM Recovery Section will be responsible for executing on-going maintenance and administration of the AZDRF. ADEM Recovery Section shall plan maintenance according to a yearly maintenance schedule.

### Recovery Support Functions (RSF)

- a. ADEM Recovery Section will be responsible for managing information collected, analyzed and included into each AZDRF Recovery Support Function (RSF). ADEM Recovery Section will contact all agencies represented in each RSF to confirm status and participation.
- b. ADEM Recovery Section will update information into each recovery support function such as points of contact, program changes, and information relative to statutory changes in Arizona State Law.

### Yearly Revision

- a. ADEM Recovery Section will review the AZDRF in its entirety once a year to ensure accuracy.

## Appendices

### Recovery Support Functions

- Community and Capacity Building
- Economic
- Health and Human Services
- Housing
- Infrastructure
- Natural and Cultural Resources